DOCUMENT RESUME

ED 051 483 AC 010 397

TITLE	Third Meeting of the Panel for Evaluation of Experimental Literacy Projects. Final Report.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France).
REPORT NO	ED-CONF-28-8
PUB DATE	20 Oct 70
NOTE	39p.; Report of meeting held at Teheran/Esfahan, September 8-17, 1970
EDRS PRICE	EDRS Price MF-$0.65 HC-$3.29
DESCRIPTORS	*Adult Literacy, *Experimental Programs, *International Programs, *Literacy Education, *Program Evaluation

ABSTRACT

Presentations in this meeting were "Progress of World Experimental Literacy Programme" and "Present Situation in Various Experimental Projects." Discussions of these presentations concerned: (1) analysis and revision of the Plans of Operation (choice of the sphere of action, quantitative targets, and the time schedule of the projects); (2) the relationship between the experimental projects and large-scale national programs; (3) experimentation with diverse methods and preparation of instructional materials and audiovisual aids; (4) exchange of information with and within projects; (5) training of personnel; and (6) evaluation and research. Appendixes present a listing of members of working groups; reports of working groups; a list of minimum and recommended indicators; indicators pertaining to the economical growth and development; health, hygiene and safety; and field visits in Iran project. (DB)

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Distribution: limited

ED/CONF. 28/8
PARIS, 20 October 1970
Original: English

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SCIENTIFIC AND CULTURAL ORGANIZATION

Third Meeting of the Panel for Evaluation of Experimental Literacy Projects

(Teheran/Esfahan, 8-17 September 1970)

FINAL REPORT

1. The Third Meeting of the Panel for the Evaluation of Experimental Literacy Projects was inaugurated in the National Iranian Oil Company Auditorium, Teheran, on 8 September 1970. Subsequent sessions were held in the Sun and Red Lion Society Building, Esfahan, from 9 to 17 September. The Panel, established in 1967 for a period of 5 years to advise the Director-General on all problems in the evaluation of the experimental literacy projects, held its first and second meetings in Unesco House, Paris, from 11 to 15 December 1967 and 2 to 6 December 1968. Panel members also participated in a special meeting in Unesco House, Paris, from 1 to 5 December 1969, to consider the problems in the Experimental World Literacy Programme and to make recommendations for overcoming them.

2. The meeting was attended by all members of the Panel except Dr. S. K. Mitra, unable to participate due to personal reasons; representatives of UNDP, FAO and WHO; two consultants in cost-benefit analysis; the National Directors of the Iran, Madagascar, Ethiopia and Mali experimental literacy projects; the Chief Technical Advisers of the projects in Iran, Sudan and Tanzania; the national evaluation specialists of Iran and Madagascar; the international evaluation specialists from Algeria, Ecuador, Ethiopia, India, Iran, Madagascar, Mali and Sudan; an associate expert from CREFAL and a representative of the International Institute for Adult Literacy Methods, Teheran. A list of participants is attached (Appendix 1).

3. In her message to the Meeting Her Imperial Highness Princess Ashraf pointed out that the Government of Iran attached high importance to the experimental and the large scale adult literacy programme and that in view of the valuable experience gained it had been decided to extend the Iran experimental programme to the whole of the Ostan of Esfahan and the Shahrestan of Dezful.

4. His Excellency Dr. M. Rahnema, Minister of Science and Higher Education, referred to literacy as being the symbol of better human conditions. In evaluating the experimental literacy projects, he stated, it would be essential to develop a methodology to enable an assessment of all the significant changes in the lives of the people. Mr. Rahnema said

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that the Iranian experimental project had already proved a success and had set a challenge to the traditional concept of education. The Government of Iran would now introduce important changes in organizational structures in order to facilitate integration into and utilization of functional literacy experience for the large scale national literacy programme.

5. In his address, Mr. Malcolm M. Adiseshiah, Deputy Director-General, enumerated the substantial progress made in many aspects of the Experimental World Literacy Programme since the December 1969 Literacy Review Meeting.

Emphasizing however that certain basic problems were still unresolved, Mr. Adiseshiah requested guidance from the Panel in several areas. He referred particularly to the complex problems of organization and administration of the experimental projects, and their links with national literacy programmes. It was important, not only to integrate the experimental projects more thoroughly into national structures, but to ensure that arrangements were developed for continuation of functional literacy activities when the present projects ended. It was also essential to expand experimentation within the projects, and to develop adequate criteria for such experimentation in the programme as a whole. In the area of evaluation, it was necessary to finalize the basic minimum indicators to be used in each project for international comparability, as well as to determine what action might be taken in cost-benefit analysis. Finally, in the light of the important professional developments now being made in many projects, the stage had been reached when the diffusion of professional information must be greatly increased, and means for achieving this should be considered.

The full text of Mr. Adiseshiah's address is given under Appendix II.

6. The Panel decided unanimously that Dr. C. E. Beeby, Prof. Oscar Vera and Mr. D. Acquah should continue as Chairman, Vice-Chairman and Rapporteur respectively for the Third Meeting (For the Agenda please see Appendix III).

7. Three groups were formed to discuss the subjects of 'experimentation', 'indicators and international comparability', and 'cost-benefit analysis'. Mr. Vera, Mr. Lutynski and Mr. Acquah were appointed by the three groups as their chairmen; Mr. P. Vieille, Mr. Bazany and Mr. Sammak were appointed secretaries. Members of each group are listed in Appendix IV.

8. The Panel adopted the reports prepared by the three working groups (see Appendix V, VI and VII).

Field visits in the Iran Project

9. Representatives of the Experimental Literacy Projects in Iran presented the Panel with brief accounts of the project situation in administration and organization, in methodology, women's programme, training of personnel, and evaluation. Visits were also arranged to enable the Panel to gain a first hand field knowledge of the project. Details of field visits are given in Appendix VIII.

10. The Panel was favourably impressed by the high standard of professional work in the project. At the level both of conceptualization and of operations, systematic efforts were being made to develop all aspects of the programme.

11. Of particular interest was the methodology for curriculum and instructional materials. Based on observation and inquiry, the project draws up priority lists of problems which impede production to participant and group levels. The instructional objectives are then conceptualized, problem areas identified, appropriate sequences prepared and programmes developed. The literacy learning begins with a global comprehension of phrases related to participant experience. The processes of analysis and synthesis go side by side and inclusion of known words, exercises, drill and revision are used to reinforce learning.

12. The Panel was advised that according to the experience of the Iranian Project the traditional method of instruction in mathematics interferes with adults logic in tackling problems, with the result that it reduces their computational skills. The experience shows the need for research in the global approach which adults apply in solving mathematical problems.

13. The Panel was pleased to find that the entire professional team participated in the planning and the organization of the training programme for instructors. The Panel also noted the close involvement of the evaluation workers in all aspects of programme development, and the well organized statistical data reporting system of the project, which was effectively used for feed-back and for modification of the programme as required.

Progress of World Experimental Literacy Programme

14. Representing the Director-General, the Director of the Literacy Division presented to the Panel an account of the progress made in the World Experimental Literacy Programme with particular reference to the developments since the December 1969 Literacy Review Meeting. National Directors, Chief Technical Advisers and Evaluation Specialists from Algeria, Ecuador, Ethiopia, India, Iran, Madagascar, Mali, Sudan and Tanzania also made brief statements on the present situation in their experimental projects.

15. The presentations brought out the considerable progress -- qualitative as well as quantitative -- made in many of the projects since December 1969. In all projects where it was considered necessary, the revision of the Plans of Operation is under way. The number of adults enrolled in literacy classes within the experimental programme now totals over 62,000 and this number will be considerably augmented in the coming year. A large scale expansion stage has been reached in Iran, Mali and Tanzania. The basic problem of methodology, namely, the integration of literacy with the technical, vocational and agricultural component, is being resolved. Large amounts of differentiated educational materials are now being produced in various projects. Training activities have increased; regional workshops have recently been held in Addis Ababa and in Tunisia for national and international experts and national seminars have been arranged with Secretariat assistance in Guinea and Madagascar. The dissemination of information -- both professional and of a general nature -- has been expanded and to some extent systematized.

16. In spite of these and other achievements serious difficulties remain. These include:

a) Problems of organization and administration including the relationships between the projects and the large scale national programmes. This problem, manifesting itself in various forms, is probably the most difficult facing many projects.

b) Evaluation delays, specially in measurement of programme impact. To date the major emphasis in evaluation has been on providing data for programme support; for measurement of socio-economic impact minimum indicators have yet to be finalized. As for cost-benefit studies it has still not been determined to what extent and in what way such studies could be undertaken in the projects.

c) Lack of organized policy and guidance for experimentation and research.

Revision of Plans of Operation

17. The Panel notes with satisfaction that the projects have taken its advice to review their plans of operation where they had been found to be unrealistic. The Panel at an earlier meeting made clear the principles it thought should be adopted in these reviews. It has not had time at this session to consider each revision in detail, although, during the present review members saw certain difficulties, in some of them. However, the revisions in general appear to be in the direction the Panel has proposed. It will be helpful if the staffs of projects could analyse more closely the reasons why some targets proved to be unrealistic; this would help new projects to avoid the same errors. It was suggested, for example, by speakers that some plans had not taken sufficient account of the probable delays in providing staff, buildings and materials. The Panel repeated

its statement in earlier meetings that if projects are to be able to adapt to local needs there should be more flexibility in financing. The Panel appreciates the action taken in this direction and hopes that further flexibility would be made.

18. Many of the revisions obviously resulted from the fact that the preparatory period and the recruitment of staff took longer than expected and here it seems reasonable to the Panel that, if finances permit, adjustments to the final date of the programme should be allowed. In other cases, it became clear in practice that the original assessment of the situation in the area was at fault. The Panel can accept the principle of adjustment in such cases, the actual changes to be the result of negotiations between the parties concerned. The Panel recognizes that formal revisions of plans of operation, requiring the signature of the contracting parties (UNESCO, UNDP and the Member State) take in practice considerable time.

19. The Panel believes that, in all cases where changes in a programme are contemplated, there should be full discussion with the professional officers in the project, both local and international and was glad of the assurance that it is the usual practice in such cases for a senior officer from Headquarters to be sent out for discussions.

20. A peculiar difficulty arises when there is a difference of opinion between the experts and a government on the target of new literates to be aimed at within the lifetime of the international project. Some members felt strongly that the adoption of targets that are too ambitious will interfere with the highly important duty each project has to experiment with new methods and materials for the teaching of functional literacy. The Panel repeats its previous recommendation that the target adopted should be high enough to show the country's capacity to organize a significant programme on a national or regional scale, but selective enough to permit of genuine experimentation with methods and materials and with their evaluation and the evaluation of the final results. Where quantitative targets are being revised the Panel feels the need to insist that the experimental projects are not aimed primarily at a sizeable contribution to the immediate eradication of illiteracy, but at assisting countries to find new and better ways to solve this problem in order to accelerate their development.

<u>The relations between the experimental projects and large scale national programmes</u>

21. The reports from the projects made it clear, as they have in earlier sessions of the Panel, that there is a very great difference between the degree of cooperation projects have been able to establish with national literacy programmes in their respective countries. In one or two countries where the Director of the Functional Literacy Project is also the Director of the National Literacy Programme, there is little difficulty in securing the degree of coordination between the two that will enable the experiments in functional literacy to go on having their effects even after the existing projects supported by international assistance have finished, but in others that kind of cooperation is still lacking.

22. Members agreed that some kind of institutionalized adoption of functional literacy ideas, practices, and materials is essential in every country before international aid ceases, if the country is itself to have continuing benefit from the great amount of work now being done. The solution of this problem, however, will vary from country to country, because in any country the kind of continuing organization must conform to the peculiar needs, conditions, and government policies found there. Neither the nature of the functional literacy programme nor the organization set up to get continuing benefit from it can be imposed on a country from the outside. Each project must take pains to ensure that it leaves national agencies with concepts, materials, and methods of a kind that they are willing and able to use.

23. In general it is expected that functional literacy projects will find their place in the overall national efforts to improve and expand education through the coordination of the regular school system for children and youth, of adult education programmes oriented to increase productivity and to stimulate social and community development and of cultural diffusion activities.

24. It became clear as the debate proceeded that members of the meeting differed among themselves in the amount of stress they would lay on the different components of a functional literacy programme, and that these same differences were shown in the programmes in various countries. Everyone agreed that a literacy programme can claim to be functional, in Unesco's sense of the term, only if it is related to the social and economic development of a country, but this still allows for differences in the weight given to each aspect of a programme and in the types of material produced for it. Some programmes lay their main stress on specific vocational training with both the content and the methods of courses geared as closely as possible to a group of workers with similar jobs. The degree of specificity of the course will vary with the nature of the job, but even the most highly work-oriented projects will have also more generalized courses, such as women's programmes centring on health, child care, and the like. Conversely, projects in other countries will have some specific work-oriented courses, but a higher percentage of courses of a more general nature, with more stress on social and cultural development.

25. From the beginning of the Panel's existence, there have been these two components in the concept of functional literacy, the one centred on vocational training and the provision of manpower, the other stressing more strongly the part literacy can play in fostering broad social and cultural development. Both components occur in every project; only the emphasis varies. It is only when one recognizes the difference of emphasis between these two components that one can solve the problem of what national organizations are the natural heirs to the skills, the materials and the methods of each functional literacy project. It would be unrealistic to expect a national literacy programme, created for a broad attack on ignorance, to make much use of specialized vocational courses devised for highly selected groups of workers. The organizations

that should be encouraged to carry on that work are more likely to be the Ministries of Agriculture and Labour, and enterprises or groups of enterprises actually engaged in training and employing workers who need skills beyond the level possible with illiterates. A national literacy campaign might learn much from the methods used in these courses, but it would not be greatly interested in their content.

26. On the other hand, national literacy campaigns under a Ministry of Education should be deeply interested in both the methods and the content of more generalized courses dealing with such matters of common interest as health, child care, civic and national responsibilities, and the understanding of the country's culture and nationhood. One member went further and said that functional literacy embodies in itself a new conception of education in general, an education less isolated in the classroom and more closely related than ever before to the complex social and cultural goals that a country must strive for if its development is to be rounded and real. So the methods and materials devised in the projects should influence school education as well as production oriented training and adult education in the broadest sense. The natural heir to this component in functional literacy projects might well be the National Literacy Programme, though other bodies such as the Ministry of Health should also be interested in the findings.

27. Members were unanimous that, whatever the body or bodies that might be expected to take over the lessons learnt from each section of each project, the work of involving them in the project must begin now. If it does not take place till the projects are nearly completed, it will be too late.

28. Various suggestions were made as to methods of forming the necessary links with the appropriate national bodies:

a) They could be told that if after the present project ceases, they feel the need for further technical assistance to help them in the continuing adaptation of the project's methods and materials to their needs and go on devising new materials, Unesco will regard very sympathetically requests for consultant services.

b) If, as suggested in an earlier section of this report, universities can be encouraged to become involved in the projects, and if project officers can spend some time explaining to university staffs and senior students what the projects are doing, there will be a reserve of skill and understanding in the universities that can be put at the disposal of whatever national organizations take over responsibility for the work now being done.

c) Similar contacts should be made as soon as possible with the relevant government departments.

d) It will also be extremely helpful to gain the understanding and cooperation, as soon as possible, of teachers' organizations and of other professional bodies likely to be interested in the continuance of functional literacy methods.

e) Autonomy is important to a project but it should be realized that it is not an end in itself but only a means of ensuring that the project has freedom to experiment. When this is once assured, the claim for autonomy should not be overstressed.

f) Training in functional literacy methods and in the preparation of materials should be offered to every organization likely to be involved in the continuance of the functional literacy work, and they should be invited to try out materials already produced and to comment on them.

g) The general public, as well as leaders of industry and trade unions, should be made aware of what functional literacy projects are doing and what they have to offer. By the time the international team withdraws, public opinion should be strongly in favour of continuing the new methods rather than apathetic towards them.

h) Unesco should make it clear to its Member States that the final responsibility for continuing the work of the projects will lie with the governments concerned, although Unesco will give all the continuing technical assistance that it can.

Experimentation with diverse methods and preparation of instructional materials and audio-visual aids

29. Because experimentation was to be referred to a special working group, the Panel decided to discuss in full session only questions of broad principles concerning it. One member raised the central problem of how specific experiments could be if their results were to be applicable on a world scale. This led to the debate, referred to in the last sub-section, on the proper balance between the vocationally oriented components and the general educational components in a functional literacy programme. It was obvious that there was a real difference of opinion on the emphasis that should be given to each component, but it was not pressed to the point where it would prevent any project from experimenting with methods and materials in a way that seemed best to fit local conditions.

There was general agreement that there should be much more experimentation with audio-visual media in the projects, the meeting's attention being given mainly to the use of radio as the most immediately available medium. Members were agreed that there was no evidence as yet that audio-visual media can replace the teacher, but that they could be of great help to poorly qualified and inexperienced teachers who need support. They could, for example, be used to enable "monitors" to be used in functional literacy classes where fully trained teachers are not available, and they could be invaluable in predominantly vocational classes taught by foremen or experienced craftsmen without previous teaching experience.

Here again the diversification of courses raises a problem. It is obviously much easier to use radio in classes of a general nature, such as are offered frequently to women, than in very specific vocational classes. But experiments in the use of radio should be attempted whenever the conditions permit. It should be particularly valuable in the training of instructors and supervisors, and should be used also to keep them in touch with new ideas, methods and materials produced in the course of the work of the whole project. Needless to say, with the prevalence of transistor radios in even poor countries, radio provides an excellent medium for explaining to the people as a whole the purposes and achievements of a functional literacy project.

In the absence of television, radio is the prime method of influencing people's attitudes towards modernization.

One member said that a radio transmitter is available to his project, and explained briefly the plans they have for using it to help new literates maintain their literacy. It will be used, in conjunction with follow-up material and rural libraries, to stimulate and guide group meetings to discuss matters of common interest.

Whon for timing or other reasons radio broadcasts sessions do not coincide with the requirements of functional literacy groups the use of the cassette tape recorders should be considered.

Exchange of information

30. Diffusion of professional information

The Panel believes that the time has now arrived to seek a wider dissemination of the professional information that is emerging from the projects. While appreciating the efforts already made by Unesco by way of newsletters, workshops, distribution of documentation and other publications, it considers that even more active methods are necessary.

Particular attention should be given to the universities. Some members expressed the opinion that universities in many countries have given far too little attention to educational research and all were in agreement that the best way to make universities aware of what the functional literacy projects are doing is to involve them in the work, to seek their active cooperation in research, to get them to feel a sense of responsibility for certain aspects of the programme. From every project there are now emerging problems that demand intensive research for their solution. Unesco itself is not a research organization and the staff of the projects in the limited time available will be mainly concerned with the kind of action research that is essential to guide the development of a project and to evaluate its results. There will still remain more fundamental research projects that only a university or research institution can undertake.

The Panel recommends that the Unesco Secretariat through its University Division, if need be with the help of an academic consultant, draw up a list of research problems of this type that would be of value to the projects and of intellectual interest to university research workers, and that the Secretariat be asked to make those widely known in the universities of the world and in relevant research institutions, as a part of a general drive to encourage research on education, with particular stress on adult education in developing countries.

The Panel feels strongly that, in this way, universities would not only contribute to the urgent practical problems around them, but would open up for themselves a rich new field of research and intellectual analysis. The meeting was assured by some members, including one from Iran, that many universities would be willing to cooperate if the position were put to them in clear and practical terms. In some cases, but not in all, there would be a need for assistance towards the cost of the research and Unesco should try to find funds for this purpose.

Other bodies through which to disseminate professional information about the projects include organizations such as: Unesco National Commissions, the International Institute for Adult Literacy Methods in Teheran, Literacy International in India, Government Ministries and Departments with an interest in vocational education and functional literacy, CREFAL, ASFEC, and Unesco Regional Offices.

It was pointed out, however, that although the universities and other organizations should be involved in the work of the projects as soon as possible, this would not help the Secretariat with the massive job of collecting, classifying and storing the vast number of papers flowing into Paris from the projects, and with selecting, translating and editing those which merit distribution. This is beyond the capacity of the present Headquarters staff. The Panel sympathizes with the central Secretariat's wish to make better use of this material, but feels itself unable to recommend, on the information before it, how much of this material should be distributed or what size of staff would be necessary to handle the work. In addition to the recommendations made in this regard by the working group on 'experimentation', whose report was adopted, the Panel recommends that, on an experimental basis, the International Institute for Adult Literacy Methods in Teheran should appoint one or two consultants for a period of up to a year to start this work in order to see what would be involved in establishing a world functional literacy clearing house. In order not to swamp the Teheran Institute with papers, each project should be selective in the material it sends there; it is understood that the Secretariat will be prepared to give a lead in this selection.

31. <u>Diffusion of general information</u>

The Panel is of the opinion that this presents fewer problems than the diffusion of professional papers, and confines itself to saying that publicity for the work of the projects should not only be carried on through the general news media, but should also be aimed more specifically at civic authorities and village leaders where classes in functional literacy are being planned or conducted. In this connection, the Panel notes with satisfaction the negotiations now under way for Project Support Communication in several projects.

Training of personnel

32. In a field as novel and changing as functional literacy, it is not enough to think only of the pre-service training; it must be a continuous process for people at all levels. Headquarters in Paris has a continuing part to play in the training of senior personnel. Training must be thought of at three levels:

1) The training of international staff and of senior national staff. Few men and women coming freshly into a project have had experience in functional literacy work, however great their expertise in their special fields. It is recognized by the Secretariat that the initial briefing in Paris is inadequate for the purpose. Some members thought that it would be better if there were more cooperation between the various sections charged with pre-service training, and that a full week should be spent with the Evaluation Section, since this is an unusually new and difficult area. The Representative of the Director-General assured the meeting that Unesco is most anxious to institutionalize the training of international staff and senior counterparts, but explained some of the difficulties of applying this in practice. More efforts will be made in this direction; in the meantime short intensive workshops at the regional level will be continued. It was stressed that such workshops need to be arranged for specialized staff as well as for project leaders. In general, this is attempted.

2) The training at the country level of supervisors and trainers.

3) The training of instructors.

The Panel considered the training of national personnel as extremely important but had no time to discuss it in any detail. However, it did have explained to it the system adopted in Iran and had an opportunity to visit training classes. It was most impressed with what it heard and saw, and would regard the Iranian training scheme as a reasonable model that could be adapted to meet local circumstances.

Evaluation and Research

33. The Panel notes that evaluation work to date has concentrated more on programme support than on measurement of results. A bias in this direction was perhaps inevitable in the circumstances. A list of minimum indicators, to be applied in all experimental projects for attempting international comparability, has now been developed in a working group. In addition to the recommendations of the working group on indicators, the Panel invites the Secretariat to take immediately an active role in coordinating work in this direction at both the technical and administrative levels.

34. The Panel, having insufficient time to study the demands of evaluation in terms of professional and financial resources available in each country, suggests that Unesco ask each project to make an inventory of available resources and decide on evaluation studies which would be feasible. It would be advisable to limit evaluation studies to well-defined areas and units and to achieve comprehensiveness and depth in these areas rather than to do superficial work in extensive areas. It is the responsibility of the National Directors and the Chief Technical Advisers to see that as far as possible all the members of the project team participate in evaluation.

35. Special emphasis must be given to the training of national specialists in evaluation. Sufficient counterpart staff in evaluation should be available to enable members to be released for training abroad for suitable periods. It would also help to arrange training and orientation in evaluation for all the project staff and as far as possible experts from Headquarters should be asked to cooperate in the organization of these courses.

General comments and suggestions

36. The WHO Representative informed the Panel that his agency was deeply interested in functional literacy as it could be used for health education. In view of the decentralization in the WHO, requests for assistance must be made to the regional offices by the ministries of health of the Member States concerned. Indeed, in several cases, competent health officers are available in the national ministries of health and they could render valuable services for the functional literacy projects.

37. The presentations made by the Secretariat and the project personnel, the field visits in Iran and above all the frank discussions in the Meeting brought out clearly the progress that has been made in the Experimental World Literacy Programme, particularly since the Literacy Review Meeting held in Paris in December 1969. The Panel expresses in this connection its deep sense of satisfaction.

38. The Panel places on record its appreciation and gratitude to the Government and the people of Iran for their gracious hospitality. It was a great pleasure to meet in a country where the project of functional literacy has a unique support of His Imperial Majesty the Shahinshah and the Government.

39. Although the present document is a report of the Evaluation Panel it represents in fact the consensus reached in the Meeting as a whole.

APPENDIX I

PARTICIPANTS

1. EVALUATION PANEL/COMMISSION D'EXPERTS

Prof. C. E. Beeby
Prof. Oscar Vera
Mr. David Acquah
Mr. A. Bouhdiba
Prof. René Dumont
Mr. J. Lutyński
Prof. C. Loomis
Mr. S. M. Sharif

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Mr. N. Ganjehei, National Director, Iran
Mr. Rakotoarivony, National Director, Madagascar
Mr. Fakoney Ly, National Director, Mali
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3. CHIEF TECHNICAL ADVISERS / CONSEILLERS TECHNIQUES PRINCIPAUX

Mr. P. Henquet, Chief Technical Adviser, Iran
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Mr. Y. Vishnyakov, Chief Technical Adviser, Tanzania

4. NATIONAL EVALUATION SPECIALISTS/ SPECIALISTES DANS L'EVALUATION (niveau national)

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Mr. B. N. Singh (Ethiopia)
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6. TRAINING RESEARCH AND DOCUMENTATION INSTITUTIONS/
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8. UNITED NATIONS AGENCIES /ORGANISMES DES NATIONS UNIES

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APPENDIX II

ADDRESS BY MALCOLM S. ADISESHIAH

Ladies and Gentlemen,

On this day five years ago this great city -- as renowned for its culture as for its commitment to modernization -- played host to the World Conference of Ministers of Education and since then every year we celebrate 8 September as International Literacy Day. As you are well aware the World Conference gave a new direction to the adult literacy movement. The confluence of the three R's with the processes of economic and social development ushered in a new phase of mutual benefit and pointed the way to a systematic attack of the interlinked facets of underdevelopment. The Experimental World Literacy Programme, which is now about four years old, has had a rather checkered career of initial enthusiasm,then a sense of caution, followed by careful review and systematic replanning, leading on to new patterns and forms. May I take this opportunity to congratulate and thank you for your contribution at all the stages in the brief history of the Programme.

By the middle of last year it became clear that the Experimental World Literacy Programme was running into difficulties. The Programme was reviewed by the 83rd session of the Executive Board in 1969 and by a meeting of specialists convened in Paris in December 1969 to consider the ways and means of dealing with the situation. Since you participated in this meeting together with other social scientists, educators and economists as well as workers from the projects, I need not elaborate the conclusions you arrived at. I need only say that the review of the Programme has acted as stimulus to our project staff and with help from all of us they have taken steps to improve the situation.

The number of participants in adult literacy classes has increased. In Iran this year 11,421 persons have been attending classes in the two sub-projects. Increased attention has been given to the preparation of special functional literacy materials, training of personnel and evaluation. In Algeria, Guinea and Madagascar new materials have been developed. The Tanzania project printed 26,000 copies of special primers for cotton and banana and special materials for fishing and homecraft are under print. Sudan organized a four week workshop for the foremen and supervisors in the spinning and weaving industry. Similar workshops for writers and for literacy instructors were held in Tanzania and in nearly all the projects. The evaluation units have emphasized studies needed by the programme at present. Thus in Iran a study was made on the relationship between demographic characteristics and participant motivation and in Guinea, reading, comprehension and arithmetic tests were prepared.

Efforts are being made to further integrate the experimental literacy projects within the large scale national programmes. A start has been made to treat work-oriented projects as centres for experimentation and evaluation; and the tested approaches, methods and materials are planned to be used on a large scale. In Iran for instance, in order to provide a viable administrative and financial structure for the project, the government decided that the work-oriented project would take up the entire adult literacy work in Ostan in Esfahan, and Shahrestan in Dezful.

Some promising work has been done in devising methods and materials to suit the requirements of groups of participants. In Iran 18 differentiated curricula have been developed. In Ecuador, 7 separate sets of materials have been produced and in Mali there is a separate programme for each crop and for each industry. A similar trend exists in Tanzania. The Algerian project has prepared four films for actual functional literacy instructions linked to agriculture. Preparatory steps have been taken to purchase equipment and to train instructors for using TV for functional literacy in Cuenca, Ecuador. Similarly action has been initiated for using radio broadcasts in Ethiopia.

During this year, the Unesco Secretariat have visited all the projects and have worked out with the national authorities practicable project and sub-project areas for literacy action, realizable quantitative targets and realistic timetables. Some of these missions included representatives from other UN agencies such as the UNDP. Plans of Operation are accordingly being suitably revised.

The 84 participants at the Functional Literacy Workshops in Addis Ababa and Tunis (29 April to 12 May, and 18 May to 6 June) discussed the ways of solving the difficulties actually experienced in elaborating, implementing and evaluating a work-oriented literacy programme. The results of the workshops set the stage for an intensive training programme. The increase in the number of the missions of Headquarters specialists has also contributed to the training of the field personnel.

I hope you would find time to examine the organization of the Iran project in relation to the National Literacy Campaign, the internal structure and more particularly the newly developed role of the evaluation unit as a supporting service for programme elaboration, the differentiated curricula, the weekly sequences of instruction, the integration between literacy and vocational training, intensive literacy teaching divided into two stages, namely payment of instructor remuneration in relation to efficiency, and the studies and action-oriented research in the field of functional literacy. The recent developments in Iran have a significance for the Experimental World Literacy Programme.

The improvements of which I have been speaking so far point to possibilities and prospects. The centres which made real efforts to strengthen the functional orientation report high enrolment and average attendance figures, good literacy standards and positive trends in economic and social results. The qualitative changes in the experimental projects are, we hope, influencing the large scale national literacy programmes; the boundary lines should grow increasingly faint. This I know to be a constant preoccupation of all our Member States, namely how can the experimental functional literacy phase be kept short, how can its results be effectively channelled into the national programme. This also should be your constant preoccupation as a panel.

A second area meriting your special attention is the problem of institutionalizing of the inter-ministerial and inter-disciplinary nature of functional literacy programmes. The setting up of suitable institutional structures, machinery for co-ordinated team work, preparation of differentiated curricula and instructional materials for varied groups of participants, recruitment and training of personnel at all levels, imaginative utilization of mass media to support the learning process, all add up to a large list of problems that I commend to you.

A third area on which we seek your advice is experimentation in this programme. The programme is experimental as are the projects. Experimentation is no academic exercise but is the instrument to discover and improve the links between literacy and development. Can you help us develop the criteria for experimentation and in their light lay down a practical plan to be worked out in the projects during the coming years. This plan should cover all aspects of work-oriented literacy, such as methods and materials, organizational and administrative structure, instructor recruitment and preparation, mass-media support, local involvement as well as evaluation.

A fourth subject demanding your attention is indicators. In your first and second meetings you were naturally concerned with the methods and procedures for evaluation from the viewpoints of their scientific validity, feasibility and international comparability. Have suitable indicators been selected ? Have adequate baseline data been collected ? Do the methods and techniques in data collection ensure validity and reliability ? Has a suitable structure been set up for evaluation ? These are some of the questions which have been asked in the past. I hope that in this meeting you will examine the indicators selected and applied in the projects and see how far they are appropriate and how far inter-country comparability in their case is possible.

Finally, I am glad that you will be discussing the use of cost-benefit analysis techniques in the evaluation of the experimental projects. This again relates to a problem preoccupying governments, ministries of finance, planning commission and ministers of education who face competing demands for their funds. The limits on our own resources in the United Nations system and the multiplicity of ways in which they could be spent

point to the need for cost-benefit analysis approach. Not only must costs be weighted against benefits but we must also compare the rates of return of competing ways of investing resources. There are problems in quantifying cost and benefit items and calculating rates of return. The selection of the discount rate, the distinction between social and private costs and benefits and the estimation of spillover benefits must be taken into account in the analysis. The problematic nature of this analysis relates to large scale literacy programmes at national levels and over long time spans. At the community and local level and for small scale programmes, the cost-benefit analysis approach can yield valuable evidence for specific questions related to experimentation and qualitative programme improvements. It will also provide specific answers to the specific questions in the minds of the governments about the cost of the experiment. It should also lead to some changes in the nature and content of our experiments to reduce their cost and increase their benefit.

I should like to close with an expression of gratitude to the Shahinshah, H. I. H. Princess Ashraf and the Government of Iran for their generosity which has made it possible to hold this meeting here. May I also thank you again most warmly for accepting the invitation to attend this meeting and wish you success in your deliberations over the next ten days.

APPENDIX III

A G E N D A

8 September (in Teheran)

Morning

a. Reading of Message from Her Imperial Highness Princess Ashraf

b. Address by His Excellency Dr. M. Rahnema, Minister of Science and Higher Education

c. Address by Mr. M. Adiseshiah, Deputy Director-General Unesco

9 September (in Esfahan)

(i) "Progress of World Experimental Literacy Programme" - Presentation by Unesco Secretariat

(ii) Present situation in various experimental projects - Presentation by National Directors/Chief Technical Advisers/ Evaluation Specialists

(iii) Discussions of these presentations with specific reference to:

a. analysis and revision of the Plans of Operation - Choice of sphere of action, quantitative targets and the time schedule of the projects;

b. the relationship between the experimental projects and large scale national programmes;

c. experimentation with diverse methods and preparation of instructional materials and audio-visual aids;

d. exchange of information with and within projects;

e. training of personnel;

f. evaluation and research.

11 September Weekly holiday (free)

12-13 September

Visit to project areas

14 September

Morning — Continuation of discussions listed under (iii).

15 September

Group work. The meeting will break into three groups, each will discuss one of the following subjects:

(i) experimentation

(ii) indicators - international comparability

(iii) cost-benefit analysis

16 September

Morning — Finalization of reports in groups.

Afternoon — Discussion and adoption of group reports in the meeting of the evaluation panel.

17 September

Adoption of final report.

APPENDIX IV

MEMBERS OF WORKING GROUPS
MEMBRES DES GROUPES DE TRAVAIL

GROUP I (Experimentation)

Prof. Oscar Vera
Mr. L.K. Meleika
Mr. Y. Vishnyakov
Mr. A. Welle
Mr. Bonanni
Mr. H. Kaufmann
Mrs Nuri
Mr. Castelli-Gattinara
Mr. Y. Ooiyens
Mr. P. Vieille
Miss Tafazoli

GROUP II (Indicators - International Comparability / (Indicateurs : Comparabilité Internationale)

Mr. A. Bouhdiba
Mr. J. Lutynsky
Mr. Fakoney Ly
Mr. Rakotoarivony
Mr. Merga Gobena
Mr. J. C. Cairns
Mr. A. Moarefi
Mrs R. Sohrab
Mr. R. Couvert
Mr. P. Clément
Mr. M. Bazany
Mr. H. Mehryar
Mr. Khosrowshahi

GROUP III (Cost-Benefit Analysis) / Analyse du rapport coût-bénéfice)

Prof. C. E. Beeby
Prof. R. Dumont
Mr. S.M. Sharif
Mr. D. Acquah
Mr. R. Ramanantoanison
Mr. A. Sammak
Mr. B.N. Singh
Mr. P. Wollrabe
Mr. M. T. Hedegaard
Mr. J. Mourad
Mr. H.P. Saksena
Mr. N. Khatibi
Mr. M. Oatey (Consultant)
Mr. I. Friss (Consultant)

APPENDIX V

REPORT OF WORKING GROUP I

(Experimentation)

Direct oral information on Experimentation and Research activities being carried out or planned in each one of the projects (Algeria, Ecuador, Ethiopia, Iran, Madagascar, Mali, Sudan, Tanzania) was given to the Group by the corresponding specialists, national directors or technical advisers, and discussed with them.

It appeared that all projects are engaged at varying degrees in Experimentation and Research and that all planned to pursue and expand these activities. However, it was noted that, in order to execute the project, more attention has been given to pilot research than to the design of relatively controlled experimentation which,it was agreed, would greatly contribute to the enrichment of the projects.

The Group noticed that the experimentation and research being carried out could be classified under the following headings:

1. Participants, including characteristics of the population to which the project is directed;
2. Selection and training of personnel -- instructors, supervisors, specialists, etc.;
3. Methods, techniques and educational aids and materials;
4. Organization and administration;
5. Evaluation.

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1. The need was felt to complement the mostly quantitative information gathered in the base line and background studies with research in characteristics of the participants related to receptivity to the programme of the different socio-cultural and socio-economic groups. The Group agreed that research on values and attitudes, specific problems of adult learning, sub-cultural factors influencing motivation and learning should be encouraged, preferably with the help of universities and research centres.

2. The accent has been put in most projects on the selection of personnel; the provisional results of these on-going experiences have not been systematically analysed. Little has been done concerning the organization, contents and methods of training.

3. Most of the research has been done in the field of teaching materials, methods and techniques for literacy work. More systematic investigation is needed in methods of vocational training, agricultural extension, home

3. Most of the research has been done in the field of teaching materials, methods and techniques for literacy work. More systematic investigation is needed in methods of vocational training, agricultural extension, home economics and particularly in mass media communication.

4. In connection with administration and organization the on-going research reported by some projects deals mostly with duration and calendar of literacy courses. The need is pressing for more systematic research in this field as well as in administration (centralization or dicentralization, financing aspects, relationship with other national agencies, etc.)

5. Evaluation is of course a common feature of all projects and represents most of the research activities being carried out. Refinement of evaluation methodology and systematic data recording are urgently needed. The Group hopes that cost-benefit analysis will contribute to this enrichment of the evaluation activities.

The Group recognizes that experimentation and research within the framework of the functional literacy projects should be meaningfully related to the specific needs of the projects and should be adjusted to the human and financial resources available to them. Within these criteria for selection, there is room for various approaches in research, whether exploratory, descriptive-diagnostic, pilot or experimental, in the understanding that they are all indispensable to ensure the effectiveness of the functional literacy programmes, both at the national and the international levels.

The Secretariat, in the light of the information on research collected in the different projects, is invited to prepare a guiding framework for research and experimentation in the World Literacy Programme. This would help in identifying weaknesses, establishing priorities and assigning concrete responsibilities to each project, to the Regional Centres, to the International Institute and, if needed, to universities and other research centres.

It was felt that within this framework each project should review its own plan for experimentation and research involving in it both national and international specialists; the Regional Centres could best contribute by improving the training of regional personnel in scientific research and carrying out basic research, and the International Institute should function as a clearing house and take care, with the cooperation of the Regional Centres, of selecting, summarizing and diffusing research of international relevance, and of preparing a collection of readings on adult education research and functional literacy problems.

APPENDIX VI

REPORT OF WORKING GROUP II

(Indicators - International Comparability)

1. The task of the Group on Indicators for Functional Literacy Projects was largely facilitated by the preparatory meetings of the evaluation specialists during which a tentative list of minimum and recommended indicators was prepared. The Group centred its discussions on the basic concepts underlying the indicators and considered problems in regard to further work in the field.

2. The Group agreed that a more unified approach towards the assessment of results was necessary to attempt a comparison of results obtained in different projects and to draw from them some conclusions regarding the Experimental World Literacy Programme as a whole.

3. The Group considered the indicators as measures of various aspects of the teaching process and of its effects on various spheres of life. Not all of them have the same value for purposes of international comparisons and for generalizations concerning the impact of functional literacy. It was noted that indicators have a relative (and not absolute) value and that they could be properly interpreted only in relation to their frame of reference and methods used in collection and treatment of data.

4. The Group approved some 11 minimum (obligatory for all projects) and 19 recommended indicators, taking into account the practical consideration of applying them for evaluation of experimental projects. A list of the approved indicators is attached.

5. For indicators like acquisition of literacy, knowledge and skills, a considerable amount of work will have to be done to develop instruments and measurement tools keeping in view the local conditions.

6. It was noted that the suggested indicators do not cover all aspects of the project, specially those pertaining to instructors, methods of instruction, training of instructors, etc. Relevant data on these aspects should be obtained within the framework of experimentation in the different projects. Furthermore, supplementary data will have to be obtained by undertaking depth studies and socio-anthropological surveys. The Group made no recommendations concerning indicators on cost benefit analysis since another group was working on the subject.

7. The Group felt stongly that special attention should be given to the elaboration of precise and refined measurement instruments and tools so that the data obtained in the different projects could be comparable.

8. The Group suggests that the Panel recommend to Unesco Secretariat that it should

a) take all such steps which would facilitate the elaboration of methods and measurement tools for the application of the indicators;

b) continue to work towards the unification of evaluation terminology used in the projects on the basis of the work done in the committee of evaluation specialists, and

c) reassess the present situation in each project in regard to the personnel and technical evaluation equipment and if necessary provide suitable personnel and other resources to enable the projects to cope up with the demands of data collection and analysis. Adequate personnel and equipment constitute the sine qua non for efficiency in evaluation.

9. The Group hopes sincerely that <u>all</u> projects would now be able to embark immediately on the application of the minimum indicators.

LIST OF MINIMUM AND RECOMMENDED INDICATORS

I - BASIC STATISTICAL INDICATORS

A - Quantitative aspects

1. Minimum indicators

Indicator 1.1 : Ratio of inscription in programme

Indicator refers to the number of originally registered participants related to the number of places available (planned by the project).

The originally registered participants (in case when the period of registration exceeds the date line as defined below) are those participants who register and keep their registration up at a given date considered as the date of the constitution of the cohort. This period is defined in accordance with the given local conditions but it should not be longer than one month since the beginning of the groups' activities (instructions of topics given in the sequences).

The number of available places is the number of places planned by the project for a specific programme and its stage.

The indicator is calculated in each programme after the first month since registration.

Note: For the registered or originally registered participants it is necessary to give their distribution according to age or sex (in case of co-educational groups).

2. Indicator 1.2 : Rate of drop-outs

It is the number of participants of the cohort who left the course in the given stage of a programme during each month related to the number of participants of this cohort.

Drop-out is a person who did not attend the course for a full month and/or is considered as such by the instructor.

Note: In case when the registration of participants continues beyond the given date line (additional registration) the rate of drop-outs will be also calculated out of the number of the total of registered participants (originally and additionally registered) at the end of the given month.

Indicator 1.3 : Rate of attendance

This indicator refers to the number of actually attended daily sessions by all participants registered in the given month (at its beginning) in relation to the expected number of daily sessions multiplied by the number of registered at the beginning of the month (additional registration in the given month is not being taken into account).

Indicator 1.4 : Time utilization

This is the number of actually held daily sessions in the current month by the project in relation to the number of planned daily sessions.

2. Recommended indicators

Indicator 2.1 : Rate of coverage

This is the proportion of the number of available places (planned by the project) at the beginning of a programme out of the population susceptible to participate in this programme.

The number of available places is the number of places planned for the given population by the project for a specific programme.

The population susceptible to participate in the programme is the number of individuals according to criteria of participation as defined by the project (age, sex, occupation, literacy status, etc., for example cultivators of cotton in the age between 15 and 45 years).

Indicator 2.2 : Rate of participation in final tests

This is the number of members of the cohort who participated in the final examinations at the end of the stage of a given programme out of the total cohort.

Note: In case of additional registration the number of those who participated in the examinations will be also referred to the total of registered in the respective stage of a given programme.

B - Qualitative aspects

1. Minimum indicators

Indicator 1.5 : Literacy acquisition

It is the percentage out of originally registered illiterates who at the end of a given stage or of a given programme are declared as literates after having successfully passed objective examinations. The level, modalities of passing and marking have been fixed by a group of experts working in the field.

It is recommended to develop standardized tests which allow the assessment of the acquired level in the following four domains:

a) Simple arithmetic

b) Practical calculation pertaining to the given vocation

c) Comprehension of read matter (e.g. technical booklets)

d) Ability to express oneself by writing

Indicator 1.6 : Acquisition of technical or professional knowledge

It is the percentage out of originally registered illiterates who at the end of a given stage or of a given programme passed (criteria defined by individual project) the respective achievement tests.

The items of such an achievement test should be drawn out of the prepared programmes in accordance with objectives to be attained by the participants (minimum level of professional knowledge to be acquired).

For comparison purposes it is necessary to submit the precise translation of the test with a copy in respective language, statistics describing the distribution of obtained individual scores, these expressed as standard scores (z-score).

2. Recommended indicators

Indicator 2.3 : Acquisition of knowledge of socio-economic character

The acquisition of this knowledge covered by the programme should be measured in an analogous way as in the case of the indicator 1.6.

C - Degree of adoption of writing, reading and calculating

1. Minimum indicators

Indicator 1. 7 : Use of writing ability

Average number of personally written, sent or submitted messages per participant. The period of reference may be different according to the given categories of messages. The averages are being calculated for a period of one month. All written messages, except those submitted to the instructor, are taken into account (administrative matters, personal letters, filled in forms, etc.). In this indicator each message is being considered as equivalent to another.

2. Recommended indicators

Indicator 2.4 : Use of reading ability

According to given possibilities one of the below given types of data can be used:

a) Average number of received (and read) written messages per participant. The period of measurement may differ according to different categories of messages. The average is calculated for the period of one month. All written messages, except those obtained from the instructor, should be taken into account (personal letters, administrative circulars, journals, books, booklets, calendars, etc.). All written messages are being considered as equivalent.

b) Average number of written messages arriving in the given locality or region per inhabitant (Same proceedings as above).

Indicator 2.5 : Use of arithmetical ability

The indicator is of the same nature as the above two indicators. Basic data represent the household accounts, accounts of associations, cooperatives, auditing, weighing, partitioning and other calculations and measures performed by the participants.

II - INDICATORS PERTAINING TO THE ECONOMICAL GROWTH AND DEVELOPMENT

A - Production

1. Minimum indicators

Indicator 1.8 : Increase in production per capita

Growth of volume of the production reached in activities which pertain to the programme's content measured in relation to the level of production at the beginning of the programme (percentage). The elements of this indicator can be taken at the level of communities or groups of communities, enterprises, industrial plants or workshops and/or at the level of the groups of participants.

The effects of functional literacy may be identified by using control groups or by other appropriate methods.

2. Recommended indicators

Indicator 2.6 : Quality of products

Modifications in the repartition of the total volume of commercialized production according to quality grades. Due to the diversity of norms established in different countries it is impossible to suggest a common indicator.

Indicator 2.7 : Selling price

This indicator can be calculated if the achieved price in the sales of products does reflect the changes in the relationship between producers and the market.

The achieved price refers to the same quality and quantity.

Indicator 2.8 : Price (per quantitative unit) of the elements entering the costs of production

Due to diversity of elements which could be taken into consideration it is not possible to define in this domain a common indicator. For each element susceptible to observation, according to given conditions, the relative changes (in the time) and/or the relative differences (between 2 units of production) in the price per quantitative unit such as: insecticides, chemical manure, number of accidents, absenteism, purchase price, cost of maintenance and repairs of machines, cost of credit, etc, will be calculated.

This type of indicator refers to the community level or to groups in the community, to establishments, industrial plants or workshops.

B - Income - Living standard

1. Minimum indicators

Indicator 1.9 : Increase in the number of durable goods and improvements contributing to the standard of living

Increases and improvements refer to the period of one year; they are calculated as percentage of the number of items in a list prepared in advance.

Among the goods and improvements indicating technical changes the following ones can be included: reduction in distance/time (e.g. bicycles), control and calculation of time (watch, alarm-clock), intensification of communications (radio), protection of goods (e.g. safety locks, bolts, improvement of storing conditions), functional modifications of the habitat (construction of roofs, ventilation, lighting, etc.), improvement in water supply (equipment and location of wells, running water), protection against insects and parasites (e.g. nets, insecticides, etc.).

The objects, products and improvements are chosen among those which are accessible or obtainable by the respective population.

2. Recommended indicators

Indicator 2.9 : Increase of net global monetary income of individuals

The increase is referred to the volume of income measured at the beginning (percentage). The effects of the functional literacy are identified by the control group or other technique appropriate for the given case. This indicator may be calculated at the level of groups of participants, communities, workshops or enterprises.

C - Production, servicing and transport equipment

2. Recommended indicator

Indicator 2.10 : Increase in equipment for production, servicing or transport (in programmes for small agricultural producers)

Rate of increase in the total equipment for production, servicing and transport (average of several years). To obtain this rate the total equipment acquired by individuals or collectives is used by proprietors or others or produced locally or elsewhere.

D - Socio-economic attitudes

2. Recommended indicator

Indicator 2.11 : Importance of changes in the domain of socio-economic attitudes and in the individual's role in society

In the framework of this criterion it is not possible to define an uniform indicator: each project, according to the specific given status of the participants, will define its proper components of this indicator.

III - ATTITUDES TOWARDS EDUCATION

1. Minimum indicator

Indicator 1.10 : Rate of scholarization of participants' children

Number of scholarized children referred to the number of children of the participants of the schooling age. This ratio is given for each sex every year.

2. Recommended indicator

Indicator 2.12 : Rate of interruption of schooling in participants' children

Number of participants' children who interrupted their schooling in relation to the number of interruptions of schooling in the total population of scholarized children. This ratio is given for each sex every year.

IV - PROFESSIONAL COMPETENCE

2. Recommended indicators

Indicator 2.13: Adoption rate of recommended innovations

This is the relation of the average number of innovations adopted per individual to the total number of innovations recommended in the field covered by the respective programme (percentage).

Indicator 2.14: Level of know-how in the fields covered by the programme

It is the percentage of participants who successfully passed one or several professional examinations pertaining to the know-how. In case of several examinations these are being taken as a single examination.

Indicator 2.15 : Increase in desires for changes and technical innovations

Relative number of expressed desires for changes and innovations in a certain number of domains defined at the beginning of the programme.

V - RELATION TOWARDS MEANS OF MASS COMMUNICATIONS

2. Recommended indicators

Indicator 2.16 : Ownership of radios and television sets

Proportion of individuals among the participants who own a radio and/or a television set in relation to the proportion of individuals who own these means of communication among the non-participants.

Indicator 2.17 : Preference for educational programmes

Average number (per participant) of broadcasted programmes of technical educational character the participant listened to or viewed.

VI - HEALTH, HYGIENE AND SAFETY

1. Minimum indicators

Indicator 1.11 : For the programme dealing with the problems of health, hygiene, nutrition, child care (most of them devoted to women) the indicator 1.6 will be used, as the knowledge in this sphere is analogous to that described under the above mentioned indicator.

2. Recommended indicators

Indicator 2.18 : Knowledge acquisition in the domain of health and hygiene, and especially in that of hygiene and safety (in the programmes for workers)

The acquisition will be analysed in the same way as in the case of the indicator 1.6.

VII - COSTS AND COST-BENEFIT ANALYSIS

All the projects intend to obtain data for the studies of costs and cost-benefit. The majority of the projects, however, do not dispose of material means and/or do not have sufficient knowledge in this field. It seems necessary to give the projects appropriate support especially in the form of consultants, so that they can comply with this requirement.

2. Recommended indicators

Indicator 2.19 : Per capita cost of functional literacy

APPENDIX VII

REPORT OF WORKING GROUP III

(Cost-Benefit Analysis)

General Report

1. Economic criteria can play a useful role in decision making, though they may often be of less significance compared with social, cultural and political factors. However economic effects can often be reported in quantitative terms and as a result tend to receive greater attention than other qualitative outcomes. Hence great care must be taken when reporting results to emphasize the qualitative social and cultural factors.

2. Cost/benefits analyses applied to training programmes is a new technique. Even in advanced countries studies are virtually non existent. Therefore techniques must be developed from scratch, and there is little concrete guidance as to what might be expected from such studies.

3. Hence caution must be taken when indicating even the feasibility of applying valid cost/benefits studies to functional literacy, let alone predicting the sort of results that might be obtained.

4. Nevertheless, the group has considered a framework for performing limited cost/benefits analyses, and believes that they may be feasible -- under two specific conditions:

   a) They are performed in (probably small) well defined programmes within selected projects at the work unit level;

   b) The programmes are expected to have explicit[+] effects.

(see the attached technical report for the description of the framework and a definition of explicit and implicit effects).

5. These limited cost/benefits analyses will not at this stage be concerned with intra programmes comparisons such as traditional versus functional literacy -- though they may lay foundations for such studies in the future.

+ Effects are explicit (as opposed to implicit) to the extent that they are (1) predictable; (2) directly evaluable in economic terms; (3) realizable within an acceptable time horizon; (4) clearly attributable to functional literacy training.

6. These studies will help in establishing the feasibility and techniques of cost/benefits analysis. They may also provide:

(a) concrete measures of direct economic benefits;

(b) results falling short of this which, nevertheless, anyone familiar with the technology in the field concerned would take as a reasonably fair basis for producing increased output;

(c) information on changes in attitudes and behaviour which any reasonable person would judge to lead to development.

The group recommends that Unesco provides technical assistance to selected projects for carrying out cost/benefits analysis.

7. It was also pointed out that differences must be expected to exist from country to country making international comparison difficult. There will also be differences from sector to sector and between industry and agriculture which may necessitate development of different techniques.

8. The proposed list of indicators was examined. It was found that only few of them related to costs and output of production could be used to measure the explicit economic benefits. Most of the indicators will provide changes pertaining to implicit benefits of the programme or to its cost. It was however felt that by and large the few indicators which could be used to measure explicit benefits may be sufficient for the purpose.

9. In addition to cost/benefits analyses, in selected projects a cost analysis should be initiated in a specific project with the main purpose of developing standardized procedures applicable to all projects. The principal purpose of such analysis is however to estimate the cost to the national government of continuing the programmes on a non-experimental basis. Unesco should provide technical help and the results written up and distributed to all projects as soon as possible.

10. Cost/effectiveness analyses can be used to compare the costs of different methods of achieving the same objective. Such analyses would be very useful for example in considering different use of instructional media.

Technical Report

1. The limited cost/benefits analysis studies which are to be carried out in some projects will be performed at the work unit level -- usually the agricultural unit or the industrial firm. Macro-economic studies were considered to be too ambitious within the scope of the projects.

2. A distinction is made between explicit and implicit benefits of a programme. Benefits are explicit to the extent that they are (a) predictable; (b) directly evaluable in economic terms; (c) realizable within an acceptable time horizon; (d) clearly attributable to the functional literacy training. Explicit benefits will be only a part of the total economic benefits since most of the implicit benefits will have an economic impact (see Reference 1).

functional literacy training. Explicit benefits will be only a part of the total economic benefits since most of the implicit benefits will have an economic impact (see Reference 1).

3. The effects of a functional literacy programme will generally appear at a hierarchy of levels. These are: (1) the achievement of training skills; (2) the acquisition of favourable attitudes; (3) the adoption of recommended practices; (4) the subsequent physical changes; (5) the value of those changes. An effect which appears normally at a lower level is expected to be reflected on the subsequent level; for instance the adoption of recommended practices in agriculture is likely to induce physical change, e.g. increase in a crop.

4. Although the impact of lower level effects (e.g. 1, 2, or 3) should be reflected at the higher levels, some outside factors might prevent results recorded at an lower level being reflected, or their effect on the higher level might only appear after a considerable period of time (Such outside factors would include group norms, availability of equipment and the weather. (See Reference 1).

5. Lower level effects which cannot be reflected for various reasons at the higher end of the hierarchy have to be listed, emphasized and explained. It is even possible sometimes to make, on the basis of technical studies, predictions concerning the physical changes and the value they will eventually induce.

6. Within a project, priority for cost-benefit analysis should be given to programmes where explicit effects are more likely to be anticipated.

7. A principal difficulty in a cost/benefits analysis is to isolate the cause-effect relationship between functional literacy and recorded changes. If benefits are not on a narrow enough front to be related to the programme, the use of the control group technique or other appropriate method is recommended.

8. As it might be noticed, benefits of the programme are measured only from the production angle. This does not imply that implicit economic benefits which might accrue to the consumer are unimportant. They have been however left out to simplify the analysis framework.

9. Cost analyses, as well as cost/benefit analyses, will be of a great help for future decision making and might also contribute to the improvement of the implementation of the on-going programme.

10. The following indicators were suggested: increase in production, decrease in cost of production and reduction of wastage. Where these indicators can not be measured the following only at a lower level might be applicable: adoption of recommended practices, and acquisition of technical or professional knowledge.

11. As far as costs are concerned, various costing approaches could be adopted: cost of the programme to the central budget, to the central and local budget, the total monetary costs, the real cost which takes into account the opportunity costs, etc. Each project should estimate costs under all different possible approaches (See Reference 2).

A distinction is to be made between recurrent and non-recurrent costs. Cost entailed by the initial development of the programme should be allocated to research expenditures and considered thus as non-recurrent. This is essential in view of the fact that the significant cost is the one to be incurred for the continuation of the programme by the government after termination of international assistance.

12. An appropriate deflationary index should be adopted in any cost/benefits analysis in order to eliminate changes in the price level.

References

1. For further discussion of explicit and implicit effects see "The Evaluation of Functional Literacy Projects, Unesco Workshop Report", London, 3-22 August 1969, pp. 118-131 (especially 125-129).

2. "A Cost-Benefit Analysis of Industrial Training", B. Thomas et. al., British Journal of Industrial Relations, July 1969. This includes a suggested cost classification for training programmes.

3. "Economics of Training with Respect to the Firm", M. Oatey, British Journal of Industrial Relations, March 1970. See Part II: Benefits and Costs, and related sections of Part I.

APPENDIX VIII

FIELD VISITS IN IRAN PROJECT

12 September 1970

i) VATAN Textile Factory
ii) Centre No 5 for Women's Handicrafts
iii) Village Hosseynabad

13 September 1970

i) Instructors Training Centre, Homayunshar
ii) Steel Mill Riz

ERIC Clearinghouse
JUL 19 1971
on Adult Education